

# CITY OF YORK, NEBRASKA

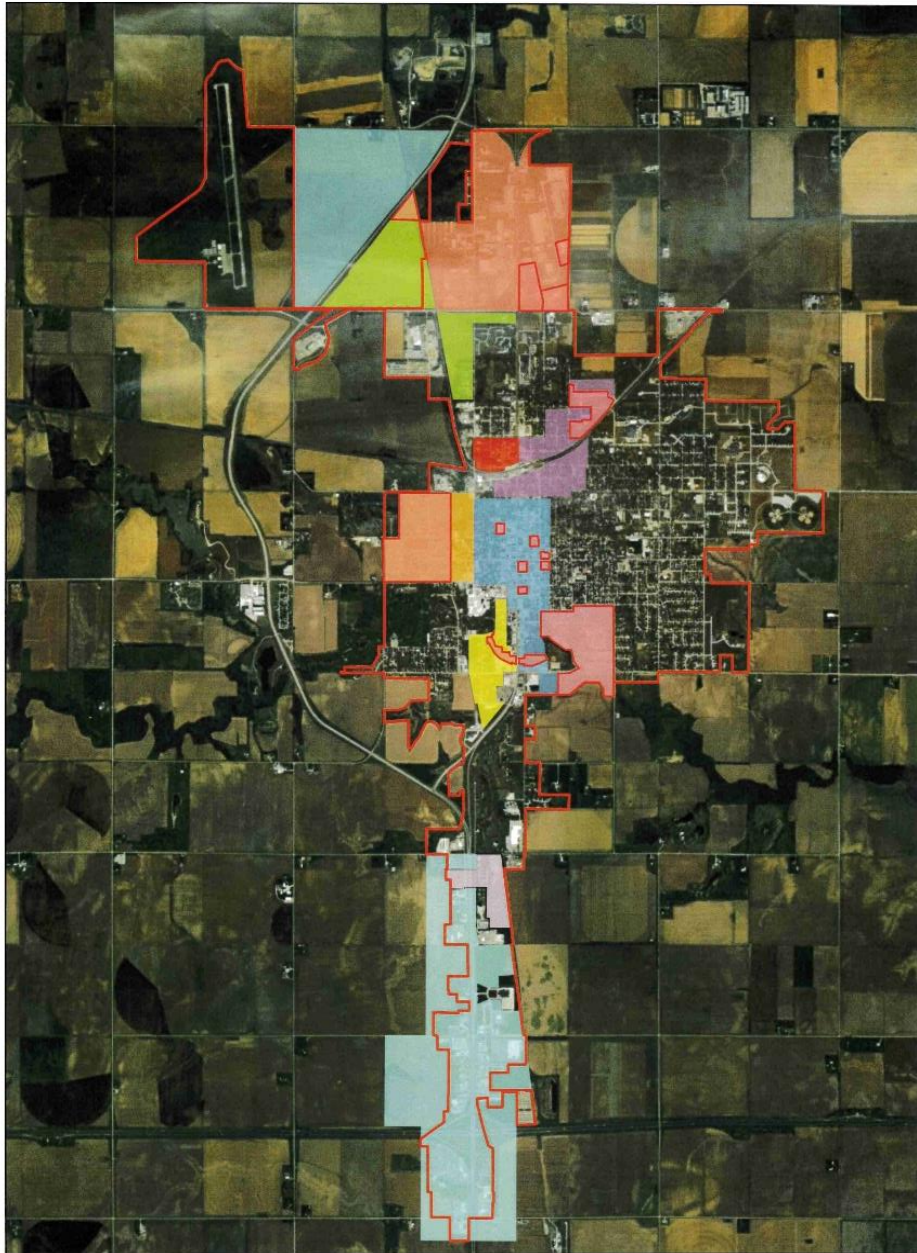
2023 Blight & Substandard Study

Proposed Amendment A to Redevelopment Area 4 and Proposed Redevelopment Areas 9 and 10

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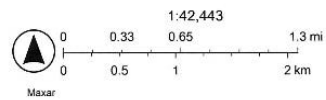
June 22, 2023

## York Redevelopment and De-blight Areas



6/19/2023

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## **BLIGHT & SUBSTANDARD STUDY**

*REDEVELOPMENT AREA 4 AMENDMENT; REDEVELOPMENT AREA 9; & REDEVELOPMENT AREA 10*

### *STUDY CONCLUSIONS*

The Nebraska Legislature has provided a method for municipalities to utilize to encourage and/or execute development activities within areas of the city that have been declared by the governing body to be blighted and substandard. This method is cited within the Nebraska Revised Statutes and is referred to as Community Redevelopment Law.

According to the Statutes, once the blight and substandard declaration is made, these areas are established as redevelopment areas where certain development activities that are encouraged and /or executed by the local governing body are allowed.

The Statutes provide the criteria that must be identified to support this blight and substandard declaration that establishes the redevelopment areas. The following section references these criteria that are listed.

The Statutes also state that a combination of criteria must be identified; therefore, it is not necessary nor required that all criteria listed are identified within the proposed redevelopment areas.

The Statutes list a plethora of possible ways in which an area would contain blight and substandard criteria. These criteria are outlined as possible reasons that an area may need additional development assistance to reach its full potential.

This Blight and Substandard Study (Study) compares characteristics of these areas to the list of criteria provided within the Statutes:

- 1) Amendment to Redevelopment Area 4
- 2) Redevelopment Area 9
- 3) Redevelopment Area 10

The Study concludes that all three of the proposed areas contain a combination of the criteria identified by the Statutes as indicators of blight and substandard challenges.

These challenges will require the governing body's assistance to complete redevelopment activities to reverse the blight and substandard trends and ensure these areas reach their full potential as developed lands contributing positively to the overall good of the community.

## *STUDY PURPOSE*

The purpose of the study is to assist in following the guidance set forth by the Nebraska State Legislature regarding the definition of blighted and substandard and to identify new target areas in the community for commercial redevelopment and workforce housing development.

The area in question was compared to the definition of a substandard and blighted area as defined by Nebraska Revised Statute 18-2103.31, which explicitly defines a substandard area as:

[A]n area in which there is a predominance of buildings or improvements, whether non-residential or residential in character, which, by reason of dilapidation, deterioration, age or obsolescence, inadequate provision for ventilation, light, air, sanitation, or open spaces, high density of population and overcrowding, or the existence of conditions which endanger life or property by fire and other causes, or any combination of such factors, is conducive to ill health, transmission of disease, infant mortality, juvenile delinquency, and crime, (which cannot be remedied through construction of prisons), and is detrimental to the public health, safety, morals, or welfare;

Section 18-2103:03 also defines a blighted area as:

[A]n area, which (a) by reason of the presence of a substantial number of deteriorated or deteriorating structures, existence of defective or inadequate street layout, faulty lot layout in relation to size, adequacy, accessibility, or usefulness, insanitary or unsafe conditions, deterioration of site or other improvements, diversity of ownership, tax or special assessment delinquency exceeding the fair value of the land, defective or unusual conditions of title, improper subdivision or obsolete platting, or the existence of conditions which endanger life or property by fire and other causes, or any combination of such factors, substantially impairs or arrests the sound growth of the community, retards the provision of housing accommodations, or constitutes an economic or social liability and is detrimental to the public health, safety, morals, or welfare in its present condition and use and (b) in which there is at least one of the following conditions: (i) Unemployment in the designated area is at least one hundred twenty percent of the state or national average; (ii) the average age of the residential or commercial units in the area is at least forty years; (iii) more than half of the plotted and subdivided property in an area is unimproved land that has been within the city for forty years and has remained unimproved during that time; (iv) the per capita income of the area is lower than the average per capita income of the city or village in which the area is designated; or (v) the area has had either stable or decreasing population based on the last two decennial censuses.

Section 18-2103:03 also states the amount of area that a city can designate as blighted and substandard.

Thus, York, a city of the first class, shall not declare more than 35% of the land within the city's corporate limits as blighted & substandard, and in need of redevelopment:

In no event shall a city of the metropolitan, primary, or first class designate more than thirty-five percent of the city as blighted, a city of the second class shall not designate an area larger than fifty percent of the city as blighted, and a village shall not designate an area larger than one hundred percent of the village as blighted.

## IDENTIFICATION OF PROPOSED AMENDMENT A TO REDEVELOPMENT AREA 4

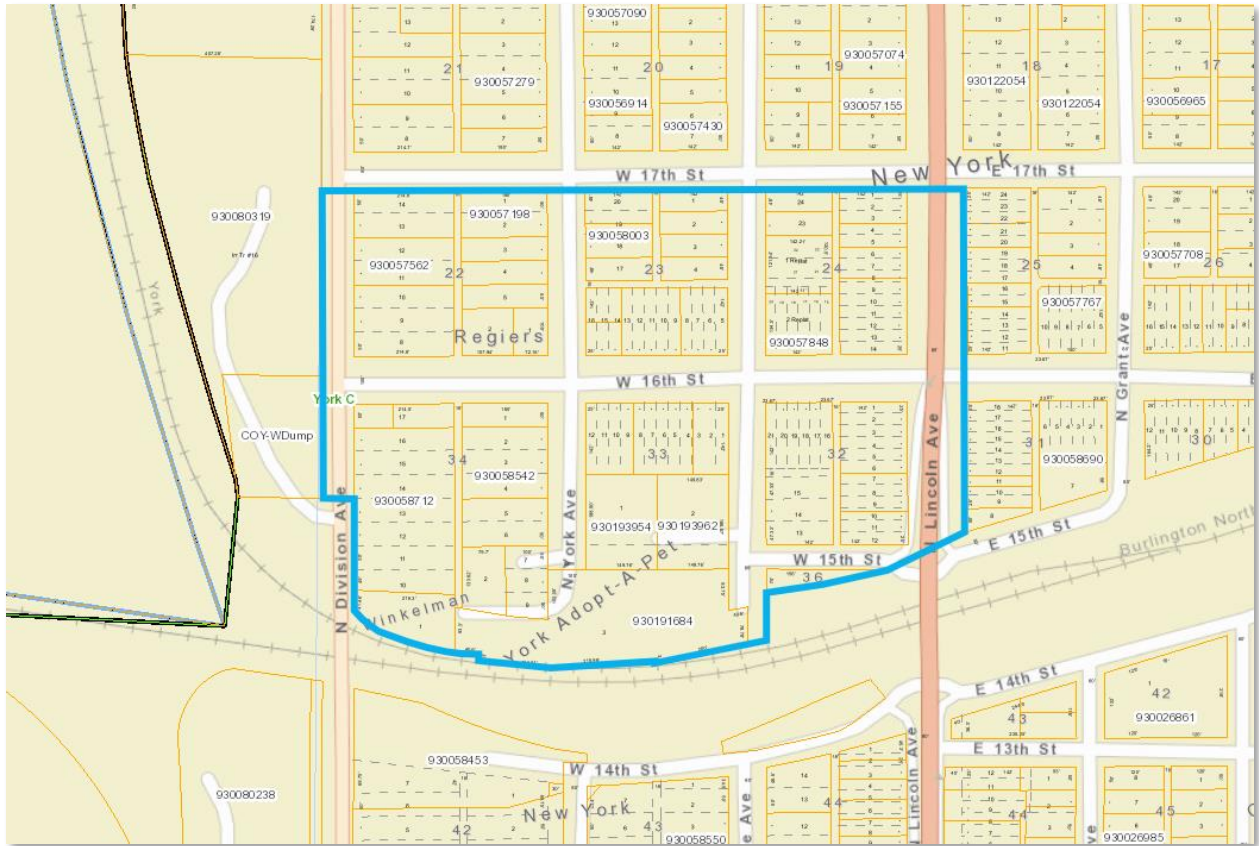
### Area Description:

*Proposed Amendment A to Redevelopment Area 4 encompasses approximately 28.27 acres and is described as follows:*

From a point beginning at the northwest corner of Parcel ID (PID) #930057600, then moving west along the south right-of-way (ROW) line of East 17<sup>th</sup> Street until reaching a point on the east property line of PID #930080319 directly west of the northwest corner of PID #930057643, then moving south along the west ROW line of North Division Avenue until reaching the southeast corner of PID COY-WDump, then moving east in a straight line until reaching a point on the west property line of PID #930058712 directly east of the southeast corner of PID COY-WDump, then moving south along the east ROW line of North Division Avenue until reaching the southwest corner of PID #930131692, then moving east along the north ROW line of the Burlington Northern Railroad until reaching a point directly south of the southwest corner of PID #930058283, then moving north in a straight line from that point until reaching the southwest corner of PID #930058283, then moving northeast along the south property line of PID #930058283 until reaching the northeast corner of PID #930058283, then moving northeast in a straight line from that point until reaching the southwest corner of PID #930058771, then moving north along the east ROW line of North Lincoln Avenue until reaching the northwest corner of PID #930057600, which is the point of beginning, approximately 28.27 acres.



Area Map:



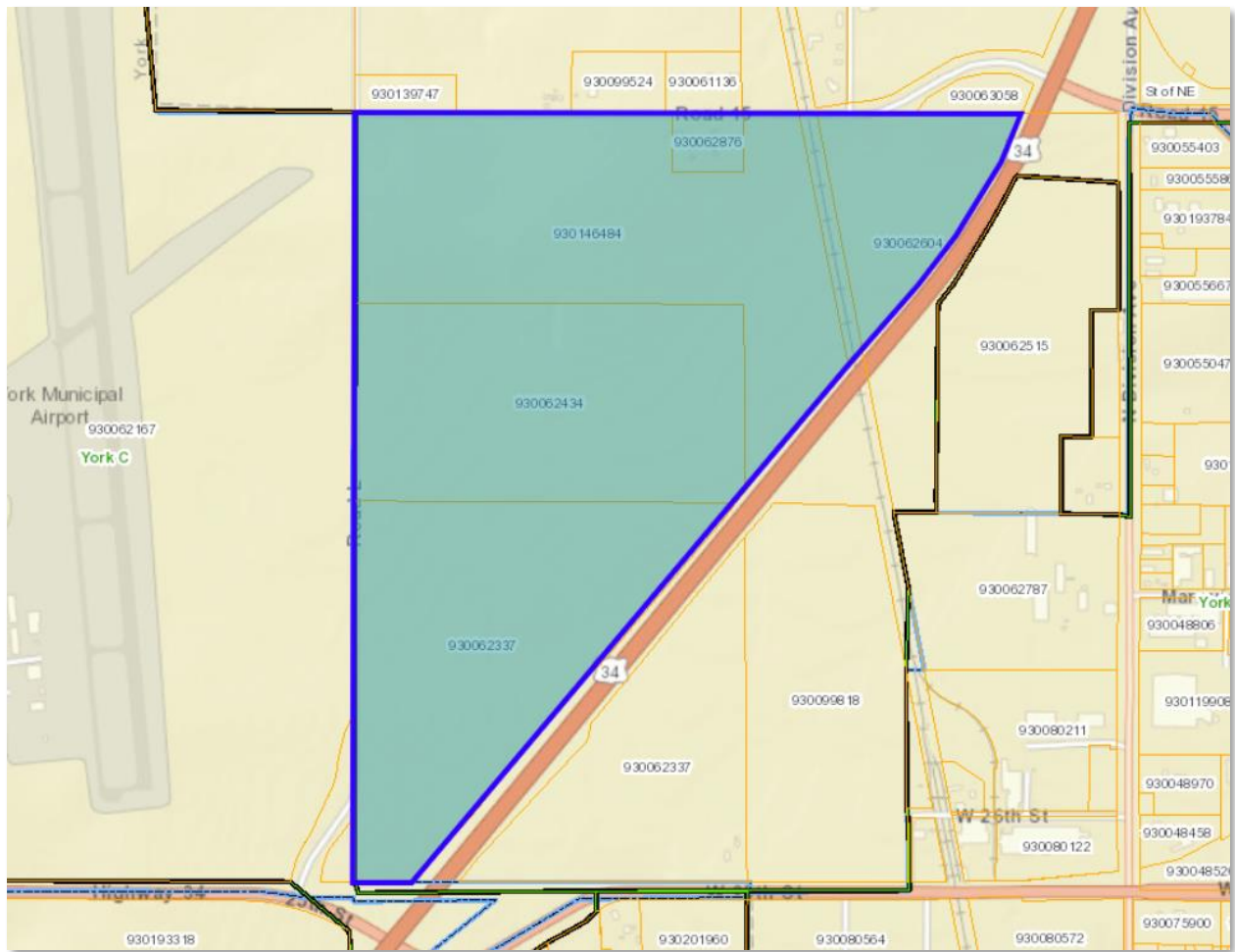
IDENTIFICATION OF PROPOSED REDEVELOPMENT AREA 9

**Area Description:**

*Proposed Redevelopment Area 9 encompasses approximately 310.65 acres and is described as follows:*

From a point beginning at the southwest corner of Parcel ID (PID) #930062337, then moving north in a straight line until reaching the northwest corner of PID #930146484, then moving east in a straight line until reaching the southeast corner of PID #930063058, then moving southwest following the west right-of-way line of State HWY 81/34 until reaching the southeast corner of PID #930062337, then moving west along the south property line of PID #930062337 until reaching the southwest corner of PID #930062337, which is the point of beginning, approximately 310.65 acres.

**Area Map:**





## IDENTIFICATION OF PROPOSED REDEVELOPMENT AREA 10

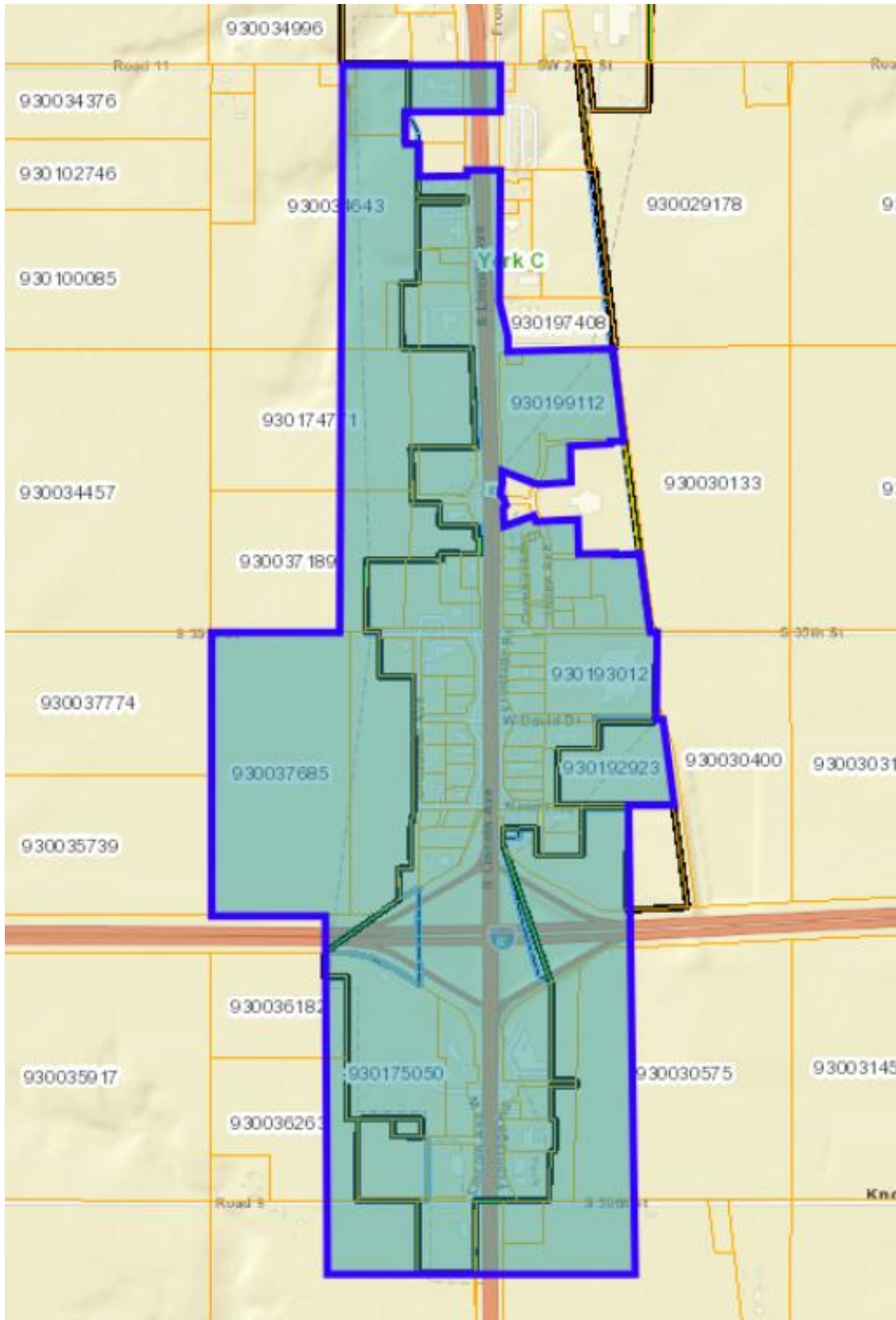
### Area Description:

*Proposed Redevelopment Area 10 encompasses approximately 684.49 acres and is described as follows:*

From a point beginning at the southwest corner of Parcel ID (PID) #930099761, then moving south in a straight line until reaching a point on the north property line of PID #930037685, then moving west from that point along the north property line of PID #930037685 until reaching the northwest corner of PID #930037685, then moving south along the west property line of PID #930037685 until reaching the southwest corner of PID #930037685, then moving east along the south property line of PID #930037685 until reaching a point on the south property line of PID #930037685 approximately 1,060 feet east of the southwest corner of PID #930037685, then moving south in a straight line from that point until reaching a point approximately 875 feet directly west of the southwest corner of PID #930036808, then moving east in a straight line from that point until reaching a point approximately 1,417 feet directly east of the southeast corner of PID #930036808, then moving north in a straight line from that point until reaching the north property line of PID #930201248, then moving east along the north property line of PID #930201248 until reaching the southeast corner of PID #930192923, then moving northwest along the east property line of PID #930192923 until reaching the northeast corner of PID #930192923, then moving west along the north property line of PID #930192923 until reaching the intersection of the north property line of PID #930192923 and the York Municipal boundary, then moving north along the York Municipal boundary until reaching the northwest corner of PID #930030400, then continuing along the York municipal boundary moving west then northwest until reaching the southeast corner of PID #930103122, then moving west following the south property line of PID #930103122 until reaching the southeast corner of PID #930199096, then moving north along the east property line of PID #930199096 until reaching the northeast corner of PID #930199096, then moving west along the north property line of PID #930199096 until reaching a point on the northeast property line of PID #930201288 directly west of the northwest corner of PID #930199096, then moving northwest along the northeast property line of PID #930201288 until reaching the north corner of PID #930201288, then moving southwest along the northwest property line of PID #930201288 until reaching the southwest corner of PID #930103122, then moving north following the west property line of PID #930103122 until reaching the northwest corner of PID #930103122, then moving southeast in a straight line from that point until reaching the southeast corner of PID #930103122, then moving east in a straight line until reaching the southeast corner of PID #930199104, then moving north along the east property line of PID #930199104 until reaching the northeast corner of PID #930199104, then moving east following the north property of PID #930103122 until reaching the York Municipal boundary, then moving north following the York Municipal boundary until reaching the northeast corner of PID #930199112, then moving west along the north property line of PID #930199112 until reaching the southwest corner of PID #930197408, then moving north along the east right-

of-way (ROW) line of S Lincoln Avenue until reaching the northwest corner of PID #930029429, then moving west in a straight line until reaching a point on the east property line of PID #930100107 directly west of the northwest corner of PID #930029429, then moving south along the east property line of PID #930100107 until reaching the southeast corner of PID #930100107, then moving west along the south property line of PID #930100107 until reaching the southwest corner of PID #930100107, then moving north along the west property line of PID #930100107 until reaching the northwest corner of PID #930100107, then moving west along the south property line of PID #930102940 until reaching the southwest corner of PID #930102940, then moving north along the west property line of PID #930102940 until reaching the northwest corner of PID #930102940, then moving east in a straight line until reaching a point on the west property line of PID #930029259 directly east of the northeast corner of PID #930102940, then moving north until reaching the northwest corner of PID #930029348, then moving west until reaching the southwest corner of PID #930099761, which is the point of beginning, approximately 684.49 acres.

Area Map:



## BLIGHT & SUBSTANDARD CRITERIA

### SUBSTANDARD CRITERIA

An area with the presence of any combination of such factors can be deemed substandard:

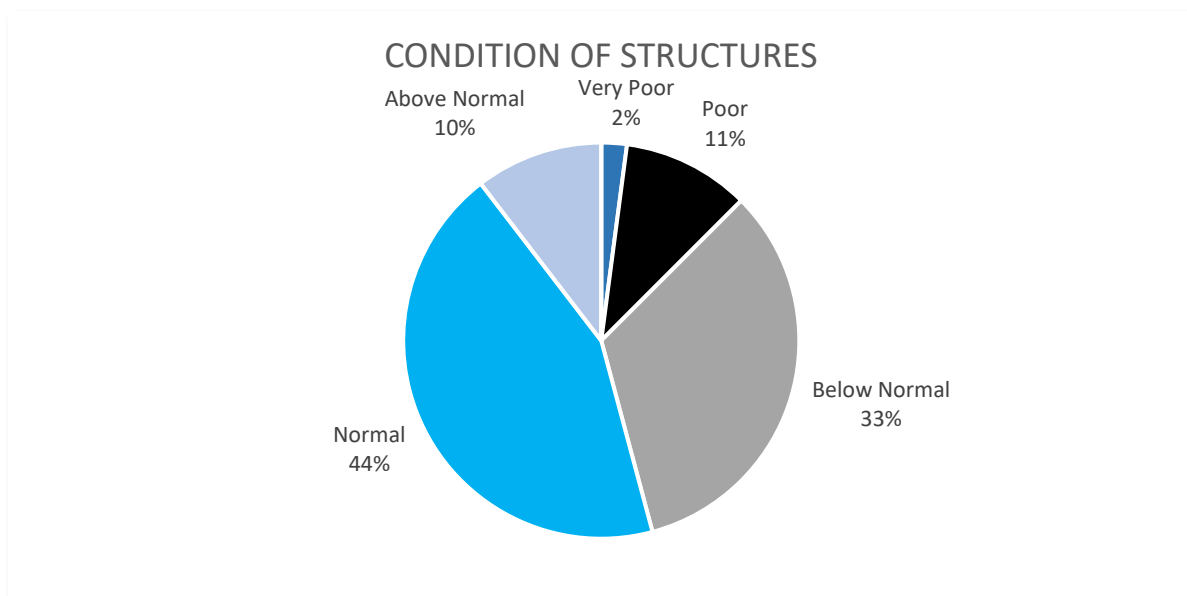
1. Dilapidation;
2. Deterioration;
3. Age or Obsolescence;
4. Conditions that endanger life or property by fire and other causes;
5. Inadequate provision for ventilation, light, air, sanitation, or open spaces; and
6. High density of population or overcrowding.

### Dilapidation and Deterioration:

#### *Proposed Amendment A to Redevelopment Area 4*

#### Condition of Structures

The York County Assessor provides a condition rating for the residential structures in York County ranging from Very Poor to Very Good. Based on the information collected from York County Assessor property records (york.gworks.com), the condition of more than **45% of the structures** in Proposed Amendment A to Redevelopment Area 4 ranges from Very Poor to Below Normal. As the commercial structures were not given a condition rating on the assessor's website, Five Rule conducted a visual assessment based on the same rating system that the York County Assessor used for the residential structures within the area (Very Poor to Very Good). Structures classified as Below Normal were considered deteriorated, while structures rated as Poor or Very Poor were considered dilapidated. Examples of deteriorated/dilapidated structures located within the proposed redevelopment area are shown on the following page. The photos displayed on the following page were taken in May 2023.





Examples of deteriorated/dilapidated structures are displayed below.





## *Proposed Redevelopment Area 9*

### Curbs and Roads

Proposed Redevelopment Area 9 lacks curbing along the side of the roads. Curbs help to control the course of water drainage. Without curbing, the gravel roads within the area are susceptible to deterioration by uncontrolled stormwater runoff.

Additionally, curbs help to control the flow of vehicle traffic, keeping vehicles from driving too close to the side of the road. Vehicle traffic on the edge of the road can cause significant deterioration to the condition of that road. Examples of gravel roads that lack curbing are shown by the photos below.



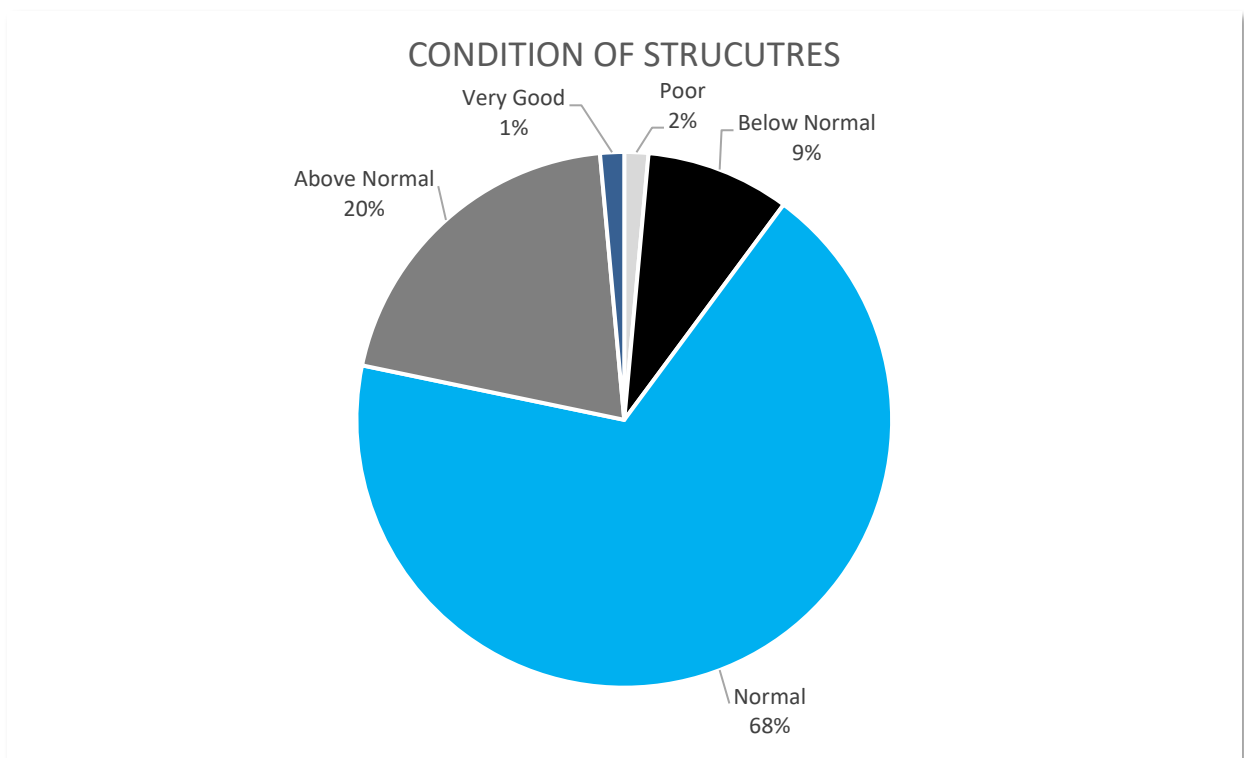


## Proposed Redevelopment Area 10

### Condition of Structures

As was demonstrated with Proposed Amendment A to Redevelopment Area 4 of this same section, the York County Assessor assigns a condition rating, ranging from Very Poor to Very Good, to each residential property in York County. For each commercial property, Five Rule conducted a visual assessment using the same condition rating system.

Structures classified as Below Normal were considered deteriorated, while structures rated as Poor or Very Poor were considered dilapidated. **11 percent of structures** within Proposed Redevelopment Area 10 are classified as ranging from Very Poor to Below Normal.



Examples of deteriorated/dilapidated structures located within the proposed redevelopment area are shown on the following page. These photos were taken in May 2023.



Long term, ongoing vacancy

Two of the commercial buildings displayed on the previous page have been vacant for more than six consecutive months. These buildings that are now in a deteriorated state will deteriorate at a greater rate than occupied buildings as they age.

In 2018, the Nebraska Legislature passed Legislative Bill (LB) 256, Vacant Property Registration (VPR) Act. Nebraska Revised Statutes (NRS) 19-5402 lists within its findings and declarations that:

- (1) Vacant properties have the potential to create a host of problems for Nebraska communities, including a propensity to foster criminal activity, create public health problems, and otherwise diminish quality of life;
- (2) Vacant properties have the potential to reduce the value of area properties, increase the risk of property damage through arson and vandalism, and discourage neighborhood stability;
- (3) Vacant properties represent unrealized economic growth in Nebraska communities;

On October 5, 2012, Elizabeth A. Duke, then a member of the Board of Governors of the Federal Reserve spoke before a Federal Reserve conference in New York, NY.

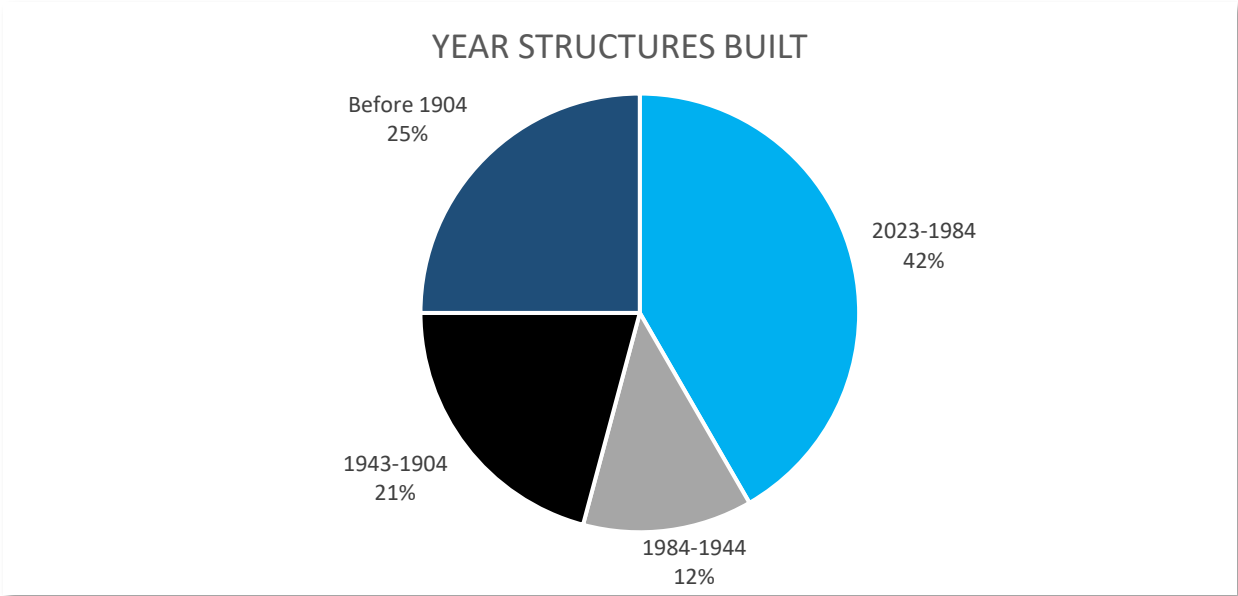
Elizabeth spoke about the negative effects associated with long term vacant buildings. Duke cited researching stating buildings that are vacant for two years or more likely to fall into severe disrepair at a much faster rate than an occupied building. Her research pointed to a relationship between ongoing vacancy and an increase in crime.

### **Age or Obsolescence:**

Age of Structures

#### *Proposed Amendment A to Redevelopment Area 4*

To be considered aged, the average age of structures within the proposed redevelopment area must be at least 40 years old. Most of the structures in Proposed Amendment A were built prior to 1980. The average age of the structures in Proposed Amendment A is 70 years old. This means that the average year of construction for the structures within this redevelopment area is 1953. Because the average age of buildings in Proposed Amendment A is more than 40 years old (built prior to 1983), these structures are considered aged.



***Proposed Redevelopment Area 9***

There is one structure within Proposed Redevelopment Area 9. To be considered aged, the age of this structure must be at least 40 years old (built prior to 1983). According to the York County Assessor website (york.gworks.com), the lone structure within the proposed redevelopment area was built in 1905 (118 years old). Therefore, this structure is considered aged.

Residential Building Information			
Occupancy Code	101 (Single-Family / Owner Occupied)	Condition Code	Normal
Year Built	1905	Rooms Above Ground	0
Style	2 Story Frame	Rooms Below Ground	0
Main Area	856	Bedroom #	0
Total Living Area	2,282	Bathroom #	3
Length	0	Foundation	None
Width	0	Exterior Walls	Siding
Basement	None	Roof	Composition Shingle
Basement Area	0.0000	Interior Walls	None
Bsmt Floor Adj	-18,000	Flooring	None
Heating	Yes	Architectural Design	N/A
AC	Yes	Single Siding	No
Attic	None		



*Proposed Redevelopment Area 10*

Age of structures is not a substantial factor within Proposed Redevelopment Area 10.

Obsolete Platting

*Proposed Amendment A to Redevelopment Area 4*

Obsolescence is not a substantial factor as it relates to obsolete platting within Proposed Amendment A to Redevelopment Area 4.

*Proposed Redevelopment Area 9*

Obsolescence is not a substantial factor as it relates to obsolete platting within Proposed Redevelopment Area 9.

*Proposed Redevelopment Area 10*

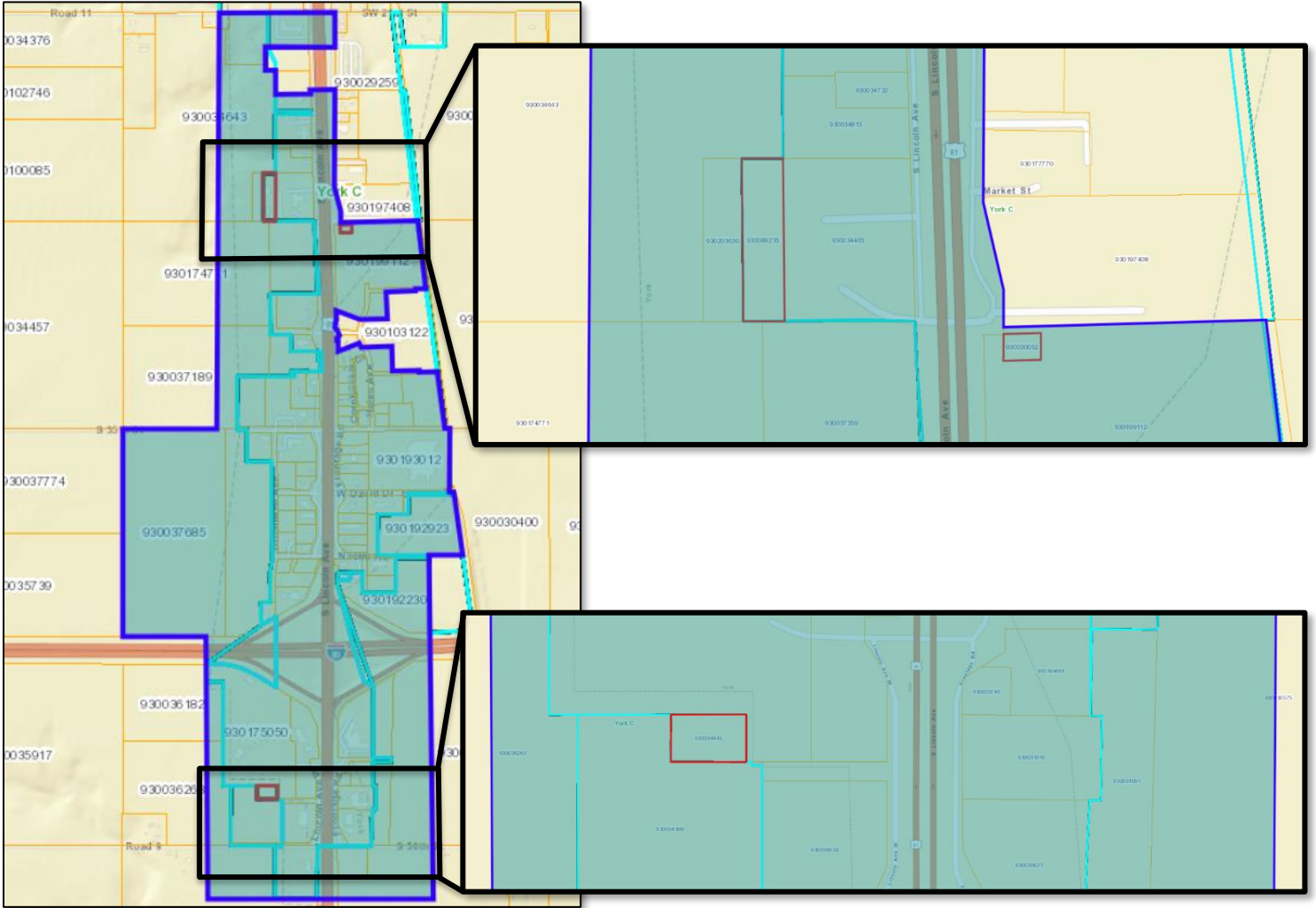
According to the Nebraska Revised Statutes (NRS) 9-916, parcels of land are located within Proposed Redevelopment Area 10 that were annexed into the city through methods that are currently considered obsolete.

Per NRS 19-916:

*The local legislative body shall have power by ordinance to provide the manner, plan, or method by which land within the corporate limits of any such municipality, or land within the area designated by... a city of the second class or village pursuant to subsection (1) of section 17-1002, may be subdivided, platted, or laid out, including a plan or system for the avenues, streets, or alleys to be laid out within or across such land, and to compel the owners of any such land that are subdividing, platting, or laying out such land to conform to the requirements of the ordinance and to lay out and dedicate the avenues, streets, and alleys in accordance with the ordinance as provided in sections 16-901 to 16-905 and sections 17-1001 to 17-1004.*

The map on the following page displays several “landlocked” parcels, highlighted in red, that were annexed into the City of York that do not have adequate street access or rights of way (Parcel ID #930089235, #930030052, #930034449).







## Size of Water Mains

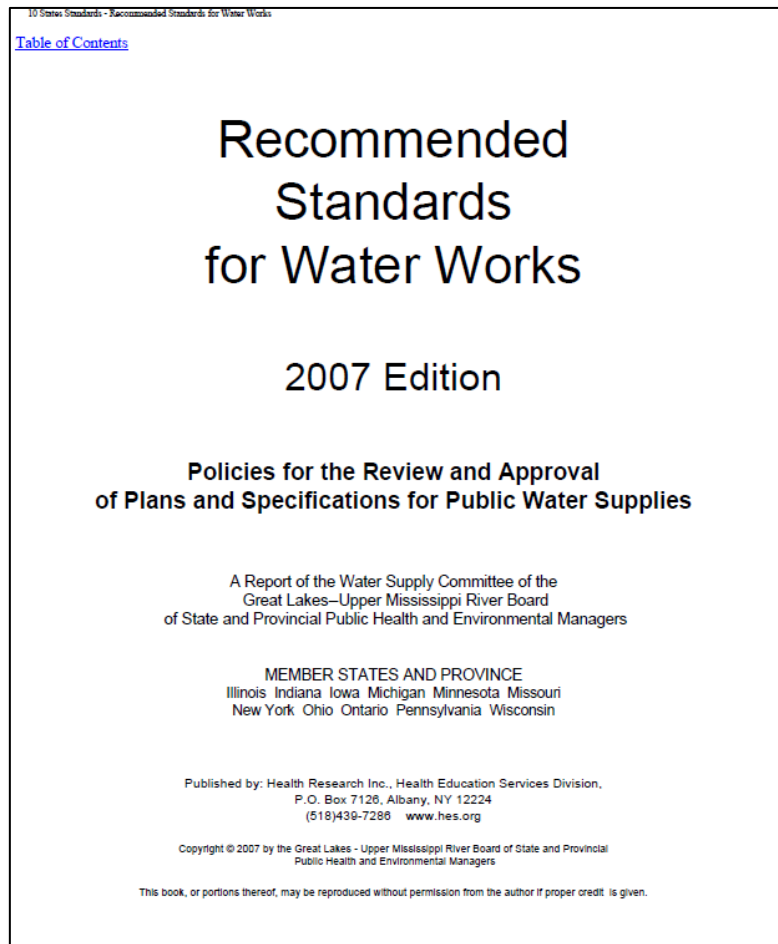
### *Proposed Amendment A to Redevelopment Area 4*

*Recommended Standards for Water Works* is a document that was created in 1953 and is continuously updated. The document provides best practices for public water systems and is commonly relied upon by the civil engineering profession. According to the latest revision, the recommended minimum size of a water main must be no less than 6" in diameter to provide adequate fire protection.

The image on the following page is provided by the City of York and is taken from the city water system map. This map shows the presence of water mains that were previously installed within Proposed Amendment A to Redevelopment Area 4 that have a diameter of 4". These water mains are highlighted in purple in the utility map on the following page.

Also included is the outline of Proposed Amendment A to show the obsolete water lines within the redevelopment area.

Water mains that are 4" are smaller than the recommendation of 6". Therefore, the size of these mains would be considered obsolete by current development standards and practices.

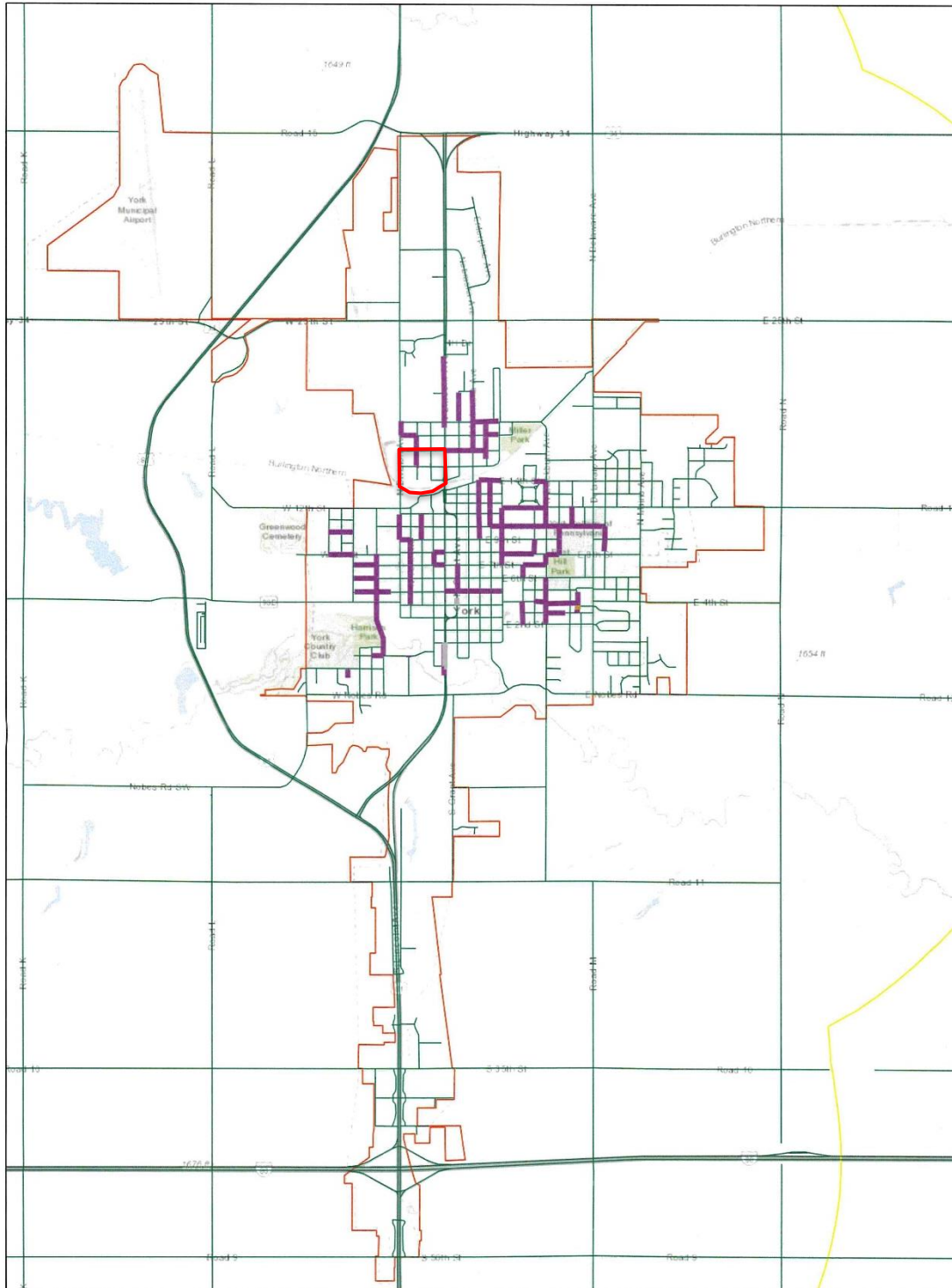


### 8.2.2 Diameter

The minimum size of water main which provides for fire protection and serving fire hydrants shall be six-inch diameter. Larger size mains will be required if necessary to allow the withdrawal of the required fire flow while maintaining the minimum residual pressure specified in [Section 8.1.1](#).

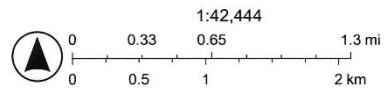
The minimum size of water main in the distribution system where fire protection is not to be provided should be a minimum of three (3) inch diameter. Any departure from minimum requirements shall be justified by hydraulic analysis and future water use, and can be considered only in special circumstances.

# Water Map



5/30/2023

Water Mains	10	2	ETJ
	8	12	14
	6	16	Streets
	4	18	City Limits



Nebraska Game & Parks Commission, Esri, HERE, Garmin, INCREMENT P, USGS, METI/NASA, EPA, USDA

*Proposed Redevelopment Area 9*

Obsolescence is not a substantial factor as it relates to the size of water mains within Proposed Redevelopment Area 9.

*Proposed Redevelopment Area 10*

Obsolescence is not a substantial factor as it relates to the size of water mains within Proposed Redevelopment Area 10.

**Conditions that endanger life or property by fire and other causes:**

Fire Protection

*Proposed Amendment A to Redevelopment Area 4*

Recommended Standards for Water Works recommends that to provide adequate fire protection, the minimum size of a water main must be no less than six inches in diameter. As noted in the previous section, Proposed Amendment A to Redevelopment Area 4 lacks an adequate water main distribution system that meets the minimum six-inch requirement for adequate protection. Therefore, conditions also exist within the proposed area that may damage property by fire.

*Proposed Redevelopment Area 9*

Conditions that endanger life or property as it relates to Fire Protection is not a Substantial Factor in Proposed Redevelopment Area 9.

*Proposed Redevelopment Area 10*

The following substandard portion of this study will highlight numerous businesses with high daily use that do not have adequate ingress/egress into their properties. In case of emergencies or evacuations, having multiple entry and exit points becomes crucial. It enables swift and organized evacuation procedures, ensuring the safety of customers, employees, and any emergency response personnel. Multiple access points provide alternative routes and prevent bottlenecks that could hinder evacuation efforts.

The lack of adequate entry points will limit the ease of access and response time for fire trucks and other emergency responders to reach the scene of the fire/other emergency.

## Pedestrian Safety

### *Proposed Amendment A to Redevelopment Area 4*

Additionally, the sidewalk system within Proposed Amendment A to Redevelopment Area 4 is inconsistent and offers little safe refuge for pedestrian transportation. There are segments of street that are lacking sidewalks and segments of existing sidewalks that are significantly deteriorated. Examples of the inadequate sidewalk system within Proposed Amendment A are shown by the photos on the following page.

Examples of deteriorated sidewalks or street lengths lacking sidewalks:



### *Proposed Redevelopment Area 9*

Conditions that endanger life or property by fire and other causes as it relates to sidewalks is not a substantial factor within Proposed Redevelopment Area 9.

### *Proposed Redevelopment Area 10*

The sidewalk system in Proposed Redevelopment Area 10 is inconsistent and provides little safe refuge for pedestrian transportation to any of the commercial businesses within the area. The lack of sidewalks presents a danger to pedestrians seeking to travel to any of these commercial businesses on foot. Examples of street lengths that lack adequate sidewalks are shown by the photos on the following page.



Examples of street lengths lacking sidewalks:



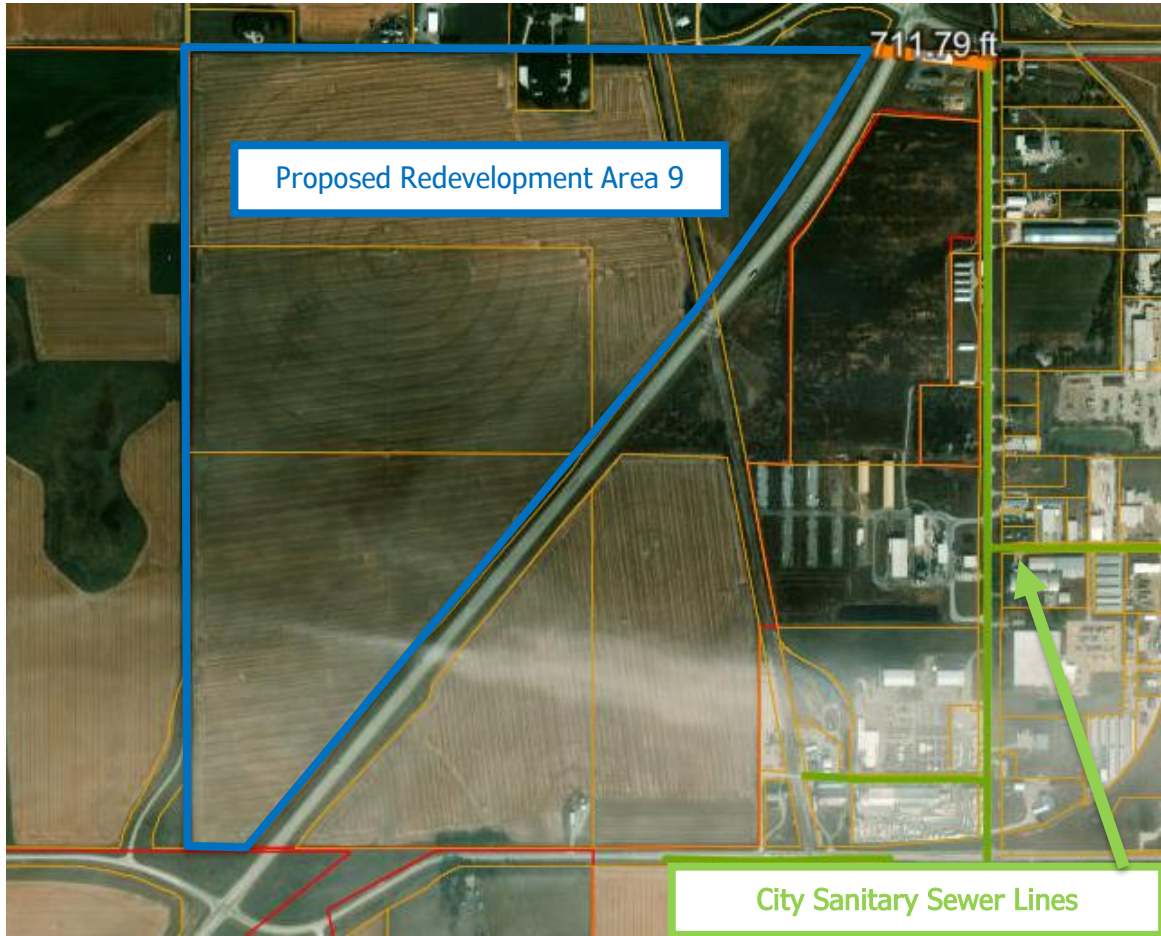
**Inadequate provision for ventilation, light, air, sanitation, or open spaces:**

*Proposed Amendment A to Redevelopment Area 4*

Inadequate provision for ventilation, light, air, sanitation, or open spaces is not a substantial factor within Proposed Amendment A to Redevelopment Area 4.

*Proposed Redevelopment Area 9*

The city's sanitary sewer lines do not currently reach the lands within Proposed Redevelopment Area 9. The closest sanitary sewer lines to Proposed Redevelopment Area 9 are more than 700 feet away. The current rate of sanitary sewer pipe is approximately \$120 per foot and \$250 per foot under the highway. To service the land within Proposed Redevelopment Area 9 with Sanitary Sewer Services will be an investment of over \$100,000. Therefore, sanitation has not been adequately provided to the area and cannot be done so without substantial investment. The map on the following page demonstrates the distance from the nearest sanitary sewer main to Proposed Redevelopment Area 9.



*Proposed Redevelopment Area 10*

Inadequate provision for ventilation, light, air, sanitation, or open spaces is not a substantial factor within Proposed Redevelopment Area 10.

**High density of population or overcrowding:**

This factor is not substantial within Proposed Amendment A to Redevelopment Area 4 or Proposed Redevelopment Areas 9 and 10.



*SUBSTANDARD CONCLUSION*

**Substandard Factors Present**

**Four** out of six substandard factors are substantial within *Proposed Amendment A to Redevelopment Area 4*.

**Three** out of six substandard factors are substantial within *Proposed Redevelopment Area 9*.

**Four** out of six substandard factors are substantial within *Proposed Redevelopment Area 10*.

<b>Substandard Criteria</b>	<b>Amendment A</b>	<b>Area 9</b>	<b>Area 10</b>
Dilapidation	X		X
Deterioration	X	X	X
Age or Obsolescence	X	X	X
Conditions that endanger life or property by fire and other causes	X		X
Inadequate provision for ventilation, light, air, sanitation, or open spaces		X	
High density of population or overcrowding			

**Substandard Determination**

Proposed Amendment A to Redevelopment Area 4 and Proposed Redevelopment Areas 9 and 10 meet the definition of a substandard area in need of redevelopment projects that should be completed and encouraged by the York Planning Commission, York City Council, and Community Redevelopment Authority.

## *BLIGHT CRITERIA*

In accordance with Community Redevelopment Law, a blighted area must have a strong presence of the following factors:

Subjective Factors are defined as any combination of:

1. Substantial number of deteriorated or deteriorating structures;
2. Deterioration of site or other improvements;
3. Existence of defective or inadequate street layout;
4. Faulty lot layout in relation to size, adequacy, accessibility, or usefulness;
5. Improper subdivision or obsolete platting;
6. Insanitary or unsafe conditions;
7. Diversity of ownership;
8. Tax or special assessment delinquency exceeding the fair value of the land;
9. Defective or unusual conditions of title; and
10. Existence of conditions that endanger life or property by fire and other causes.

Objective Factors are identified as at least one of the following factors:

1. Unemployment in the redevelopment area is at least one hundred twenty percent of the state or national average;
2. The average age of the residential or commercial units in the area is at least forty years;
3. More than half of the plotted and subdivided property in an area is unimproved land that has been within the city for forty years and has remained unimproved during that time;
4. The per capita income of the area is lower than the average per capita income of the city in which the redevelopment area is located; and the
5. Area has had either stable or decreasing population based on the last two decennial censuses.

**Subjective Factors:**

**Substantial number of deteriorated or deteriorating structures:**

*Proposed Amendment A to Redevelopment Area 4*

As demonstrated in the substandard portion of this study, more than 45% of the structures in Proposed Amendment A to Redevelopment Area 4 are classified as ranging from Very Poor to Below Normal.

More than 10% of structures within the redevelopment area would be considered to be a substantial number of deteriorated structures. With 45% of the structures categorized as dilapidated to deteriorated, this factor is quite substantial.

*Proposed Redevelopment Area 9*

Substantial number of deteriorated or deteriorating structures is not a substantial factor in Proposed Redevelopment Area 9.

*Proposed Redevelopment Area 10*

As demonstrated previously in this study, 11% of the structures within Proposed Redevelopment Area 10 are classified as ranging from Very Poor to Below Normal. With more than 10 percent of the structures classified as ranging from Very Poor to Below Normal, this is a substantial amount of deteriorated or deteriorating structures.

## Deterioration of site or other improvements:

### Streets & Curbs

#### *Proposed Amendment A to Redevelopment Area 4*

As mentioned previously in the substandard portion of this study, several segments of the sidewalk system within Proposed Amendment A to Redevelopment Area 2 show signs of deterioration.

Additionally, there are street lengths that lack adequate curbing. Curbs control the flow of stormwater by enabling the proper channeling of runoff to ensure water does not eventually saturate the subgrade underneath the roadway. As displayed by the photos below, there are segments of streets that lack adequate curbing causing stormwater to flow improperly and deteriorate the gravel road.

Examples of inadequate curbing are shown by the photos below:





### *Proposed Redevelopment Area 9*

As mentioned in the substandard portion of this study, Proposed Redevelopment Area 9 lacks adequate curbing along the side of the roads. Curbs help to control the course of water drainage and vehicle traffic, preventing deterioration. Without curbs, the gravel roads within Proposed Redevelopment Area 9 are susceptible to deterioration at a much more rapid rate than an asphalt or concrete road.

### *Proposed Redevelopment Area 10*

Evidence exists throughout of deteriorating streets and lack of adequate drainage. The side streets, as well as many of the parking lots of the commercial businesses in the area have begun to break apart. This prevents storm water from draining properly and causes build-up of storm water runoff. There is also an absence of adequate curbing within Proposed Redevelopment Area 10. This also contributes to the inadequate drainage that has caused stormwater build-up. Examples of the deterioration of the streets and parking lots, as well as an absence of curbs along the streets are displayed in the photos below.



**Existence of defective or inadequate street layout:**

*Proposed Amendment A to Redevelopment Area 4*

Existence of defective or inadequate street layout is not a substantial factor within Proposed Amendment A to Redevelopment Area 4.

*Proposed Redevelopment Area 9*

Existence of defective or inadequate street layout is not a substantial factor within Proposed Redevelopment Area 9.

*Proposed Redevelopment Area 10*

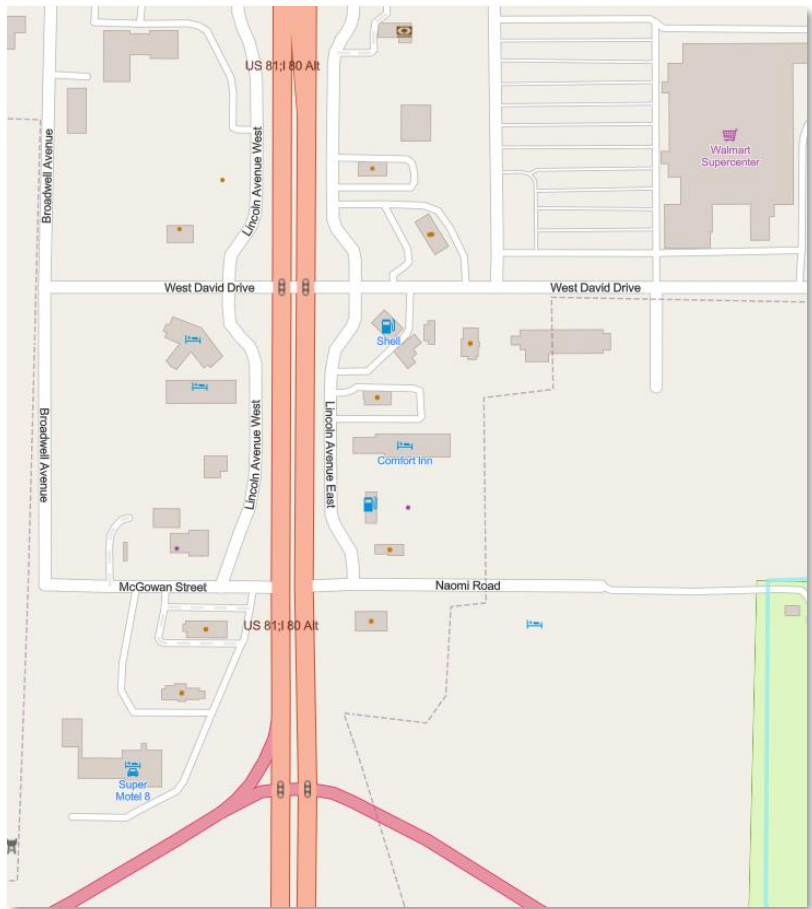
The layout of the streets network in this area is defective in that it does not provide adequate entry/exit points for motorists accessing the businesses in this area.

Further, the nature of the businesses in the area generates foot traffic and several small trips that visitors to the area need to take but cannot safely do so without sharing the streets with vehicle and especially truck traffic.

Several hotels are in the area, along with gas stations, and food services.


Due to the concentration of these businesses along Interstate 80, it is heavily used by travelers; this high usage often results in congestion at intersections that serve vehicles entering and exiting the highway connected to the interstate.

In addition to vehicle congestion, customers and employees accessing the same businesses on foot are sharing the congested street network with vehicles and truck traffic, which results in increased congestion, confusion for motorists, and a higher of pedestrian/vehicle collisions.





The city's 2017 Comprehensive Plan cites the area's heavy usage by vehicle traffic and its lack of safe transportation routes for pedestrians and cyclists.



### VILLAGE 81


The Highway 81 Corridor from its junction with Interstate 80 is a tremendous asset for the city of York. The area developed to serve the interstate traffic including convenience and general commercial activities ranging from restaurants, hotels, and big box retailers. The strength of the interstate will continue to support development in this corridor including a large share of the total commercial development that will occur in the city as a whole.

This corridor developed in an auto-oriented manner with its public realm dominated by vehicle routes, drive aisles, frontage roads, and parking lots. While these features make an area that is easily accessed from the interstate, these same features have made the development **isolated from the core of the community and uncomfortable for bicyclists and pedestrians.** The Village 81 concept proposes that this strategic commercial area be designed and developed in such a way that the 81 Corridor contribute to York's quality of life. The concept includes walking and bicycle trails from the existing trail system, a network of streets designed to support a town center format, and the integration of mid-to-high density residential land uses.

Major components:

- Integrate the commercial corridor with the heart
- Strong north-south collector street
- Incorporate medium-to-high density residential
- Construction of a multi-modal trail that connects
- Support a comfortable pedestrian and bicycle streets and development plans.
- A new collector route that connects this area with (connectivity)

More discussion on the Village 81 can be found through




In 2022, the City of York applied to the U.S. Department of Transportation Rebuilding American Infrastructure with Sustainability and Equity (RAISE) program.

The RAISE application cited the lack of safe pedestrian access for visitors and residents.

The application documented instances of pedestrians traveling to work in the businesses in this area along U.S. Highway 81 on page 11.

Page 12 cited the high frequency of pedestrians crossing the highway to access businesses.



2022 RAISE Grant  
*Rebuilding American Infrastructure with Sustainability and Equity*

PROJECT ACCESS YORK  
Project Narrative  
City of York, Nebraska, 68467

#### IV. MERIT CRITERIA

Project Access York clearly meets High standard requirements on 7 of the 8 grant criteria and could potentially meet the standard on the 8th criteria. Project Access York implements plans that have long been identified as infrastructure needs but that did not seem possible without a game-changing opportunity like the RAISE grant. The pedestrian safety infrastructure in Project Access York will remove barriers created by automobile dependence and by infrastructure that was not constructed to be inclusive of individuals of all abilities and encourage the reduction of carbon use by residents, workers, and visitors in York.

##### Safety

Project Access York mitigates a clear systemic safety issue in the City of York that affects the ability of residents without cars to get to their jobs. According to a 2019 Census report, the largest sector of employment in York is the retail sector.<sup>5</sup> According to analysis conducted for the City of York by the Nebraska Department of Revenue, 28% of York business revenues have a strong interstate connection. Many of the retail jobs and most of the hospitality jobs exist near the interstate, while almost all residents live in the central and northern parts of the city. Students who attend the college in town (York College) live in the north end of the city. The distance for residents from the central and northern parts of the city to walk to these jobs is quite reasonable for walking but is currently extremely unsafe. **Students and adults with no cars regularly walk along the busy state highway to get to these jobs with no accommodations for pedestrian travel such as sidewalks or bike lanes.** According to a US Census 2019 report, about 4% of York employees walk to work currently<sup>6</sup>, many in these unsafe conditions.

Recently the safety concern of people walking along the busy Highway 81 has been raised as a priority in discussions in the community by a cross-section of stakeholders participating in a walkability analysis tied to both the EPA Local Foods Local Places and the Dept. of Health & Human Services Walkability grant, both of which were technical assistance grants to the community (See Table 1 and the Letter of Support from Four Corners Health Department). Getting from residential areas to the area with retail and hospitality jobs poses one risk. Getting across the busy highway to get to a job or a lunch on the other side of the highway poses another safety hazard. The Village 81 trails from the central part of the city to the area by the interstate would allow workers without cars to get to these jobs safely. A pedestrian overpass near Highway 81 near the interstate would allow workers without cars to safely cross the highway.

In addition to protecting the safety of residents commuting to jobs, Project Access York mitigates a clear systematic safety issue for our visitors. Since York sits on the intersection of I-80 and Highway 81, many travelers go through the town. Over 28 million vehicles go through

<sup>5</sup> U.S. Census. DataUSA: York, NE. Economy. <https://datausa.io/profile/geo/york-ne/economy>. Accessed April 9, 2022.

<sup>6</sup> U.S. Census. DataUSA: York, NE. Housing and Living. <https://datausa.io/profile/geo/york-ne/housing>. Accessed April 9, 2022.

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this intersection each year<sup>7</sup>. Of these vehicles, over 7 million are trucks carrying freight across the country<sup>8</sup>.

Many of these travelers, including many truck drivers, stop in York for gas, food, and lodging. About 90,000 families stay in York overnight in a year<sup>9</sup> and many more stop for food, gas, shopping and other attraction and events. About \$5.5 million gets spent by travelers, workers and residents on businesses related to this interstate exchange each year<sup>10</sup>. Currently, the infrastructure around the businesses that provide these services near the interstate has been designed only for cars and trucks. **There are no pedestrian safety elements.** Since the road that intersects the interstate has heavy traffic at relatively high speeds with no pedestrian cross walks, **it is not uncommon to see visitors unsafely crossing Highway 81 to get to restaurants on the other side of the highway.** For example, a bus will park near Wendy's and some visitors will cross over to the other side of the highway to get to Arby's or McDonalds. As noted above, this safety hazard also impacts our residents who walk to their jobs in this area. A pedestrian overpass near the interstate allows these travelers to safely cross Highway 81.

The pedestrian cross walk signals in Project Access York near the schools in the community address another significant systemic safety issue in York. Our schools sit near some busy streets, some of which are truck routes. For years there have been discussions about how to make crossing these streets safer for our students. Project Access York provides an opportunity for the city to provide the infrastructure to make these crossings safer. One of these busy street crossings separates the elementary school from a new all-inclusive playground in a city park across the street. A safe way to cross that street would allow teachers to take able-bodied students and students with disabilities across the street to play together in this new playground.

##### Environmental Sustainability

Environmental Sustainability is an explicit purpose for Project Access York. The immediate safety concerns for residents without cars that makes trails and the pedestrian overpass so critical also make it difficult for residents who have cars to choose to walk or ride bikes instead of drive to work and to shop at the retail and hospitality businesses near the interstate. Currently, about 4% of York employees walk to work.<sup>11</sup> Safer options for pedestrian travel could increase these numbers. The trails and pedestrian overpass will allow residents to choose to walk to this area and safely go from business to business in this area without a car. The 2017 Strategic Plan for the city, developed with much resident and stakeholder participation, included plans for making this part of town, called Village 81, more amenable to pedestrian traffic. Project Access York clearly fits those plans.

<sup>7</sup> Nebraska Department of Transportation Average Annual Daily Traffic (2021) website shows 77,175 vehicles going through the intersection daily

(<https://gis.ne.gov/portal/apps/webappviewer/index.html?id=8e4d4b009b0d546f19f0284e5bba0f9272>).

<sup>8</sup> Nebraska Department of Transportation Average Annual Daily Traffic (2021) website reports 20,025 trucks going through the intersection daily

(<https://gis.ne.gov/portal/apps/webappviewer/index.html?id=8e4d4b009b0d546f19f0284e5bba0f9272>).

<sup>9</sup> Estimate based on \$9,000,000 in 2021 lodging revenues divided by \$100 for an average hotel room cost.

<sup>10</sup> Estimate based on Nebraska Department of Revenue estimate that 28% of York sales tax revenues derive from interstate-dependent businesses.

<sup>11</sup> U.S. Census. DataUSA: York, NE. Housing and Living. <https://datausa.io/profile/geo/york-ne/housing>. Accessed April 9, 2022.

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The images below display the lack of pedestrian infrastructure that should be present to serve employees and customers that need to access these businesses on foot.



**Faulty lot layout in relation to size, adequacy, accessibility, or usefulness:**

*ADA Accessible Sidewalks*

The sidewalk network is inconsistent throughout the redevelopment area. In addition to missing sidewalk links, many intersections in the Proposed Redevelopment Areas lack ADA (Americans with Disabilities Act) accessible curb ramps. Per the Code of Federal Regulations (C.F.R. §§ 35.150(d)(2), 35.151(2 (e)), Title II of the ADA requires “state and local governments to make pedestrian crossings accessible to people with disabilities by providing curb ramps.”

The photos below and on the following page document examples of intersections within Proposed Amendment A to Redevelopment Area 4 and Proposed Redevelopment Area 10 that lack adequate ADA accessible curb ramps.

*Proposed Amendment A*



*Proposed Redevelopment Area 9*

Faulty lot layout in relation to size, adequacy, accessibility, or usefulness is not a substantial factor within Proposed Redevelopment Area 9 as it relates to ADA accessible curb ramps.



*Proposed Redevelopment Area 10*



Accessibility

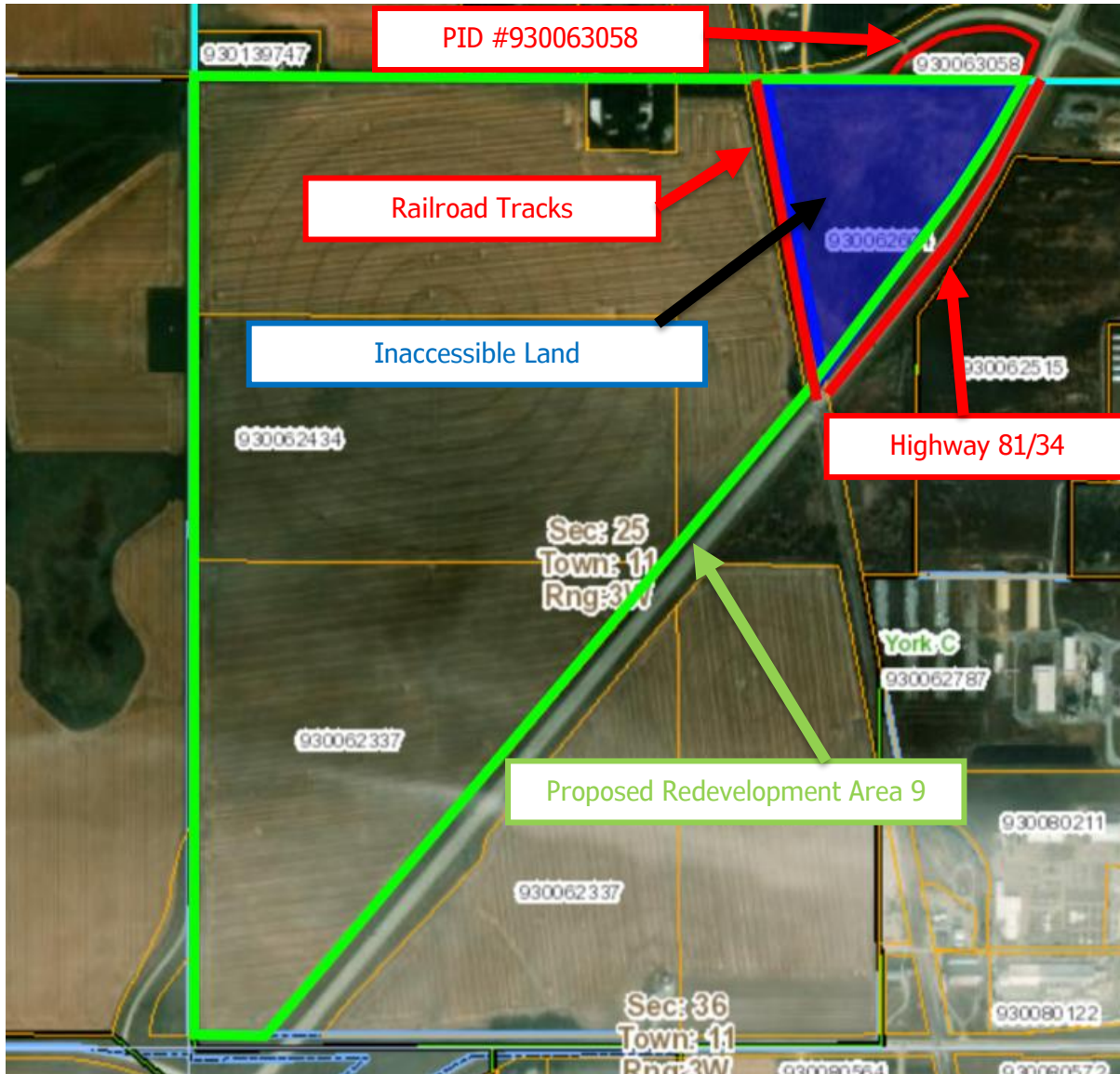
*Proposed Amendment A to Redevelopment Area 4*

Faulty lot layout in relation to size, adequacy, accessibility, or usefulness is not a substantial factor within Proposed Amendment A to Redevelopment Area 4 as it relates to accessibility.



*Proposed Redevelopment Area 9*

A portion of Parcel ID (PID) #930062604 within Proposed Redevelopment Area 9 is isolated. As demonstrated by the diagram on the following page, this parcel is bordered on the west by the Burlington Northern Railroad Tracks, bordered on the north by PID #930063058, and divided in two by State Highway 81/34. The section of PID #930062604 outlined in blue is isolated from adequate accessibility.

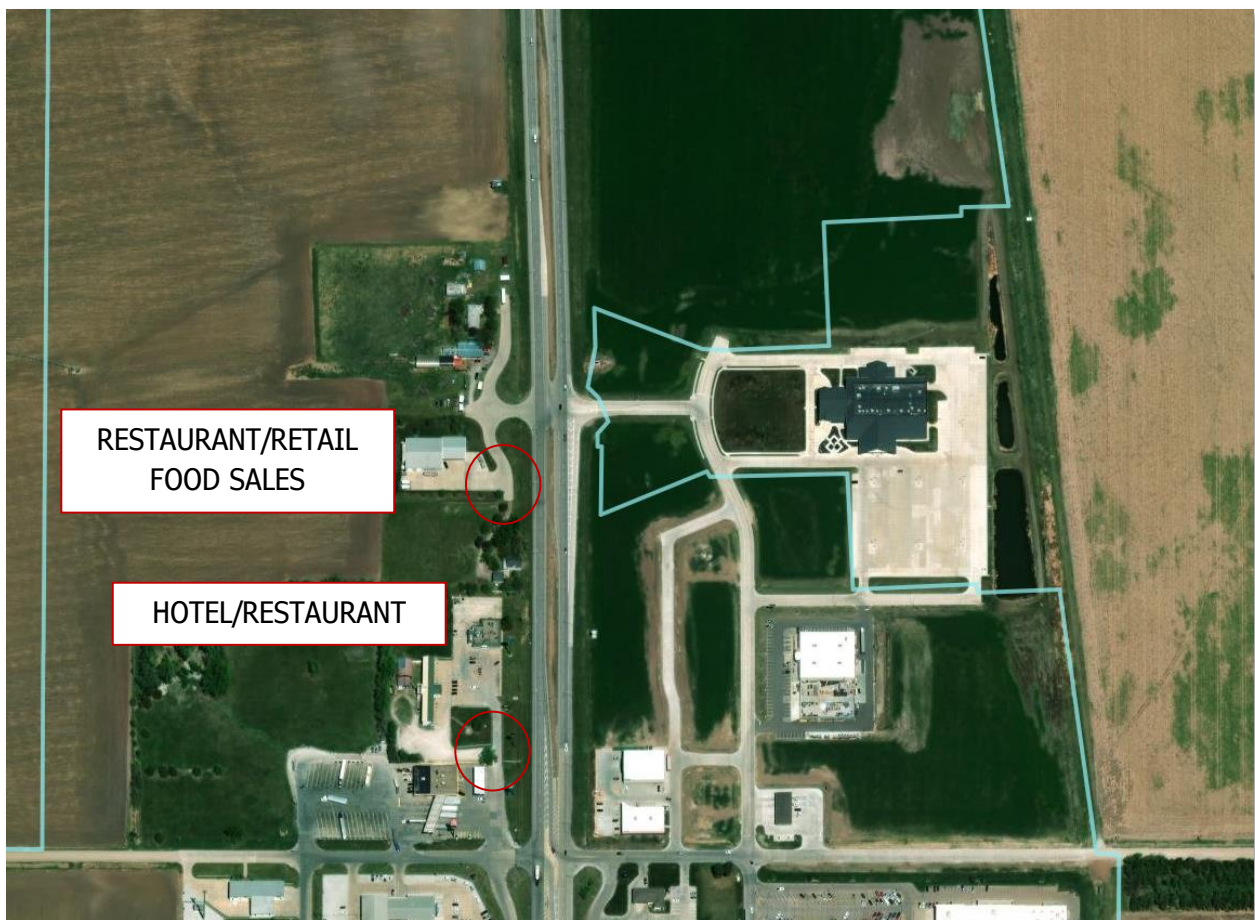


*Proposed Redevelopment Area 10*

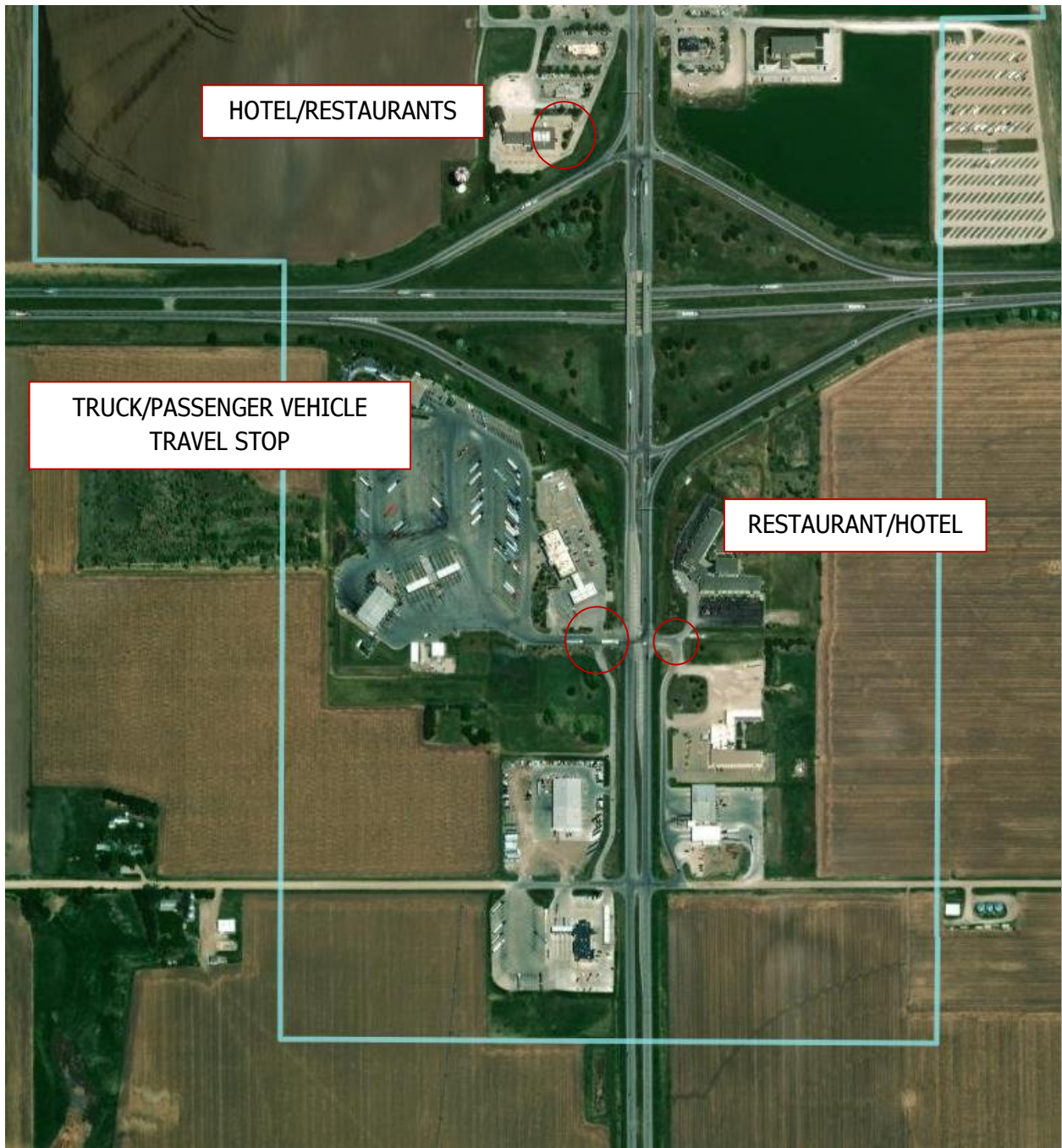
Several businesses in the proposed area generate large daily usage by vehicles yet are served by a limited number of entry/exit points, with many only having one point. The graphic below and on the next page are aerial images of many of the businesses that are served by only one point of entry/exit.

It is crucial for any business, but especially businesses and businesses with a large customer base and heavy daily usage to have multiple entry and exit points into the parking lot.

These points are necessary to help manage traffic flow, ensure accessibility, provide adequate entry/evacuation during emergencies, and enable usage to grow not only for the business today but for its expansion in the future and overall development of the lands surrounding that business. Without substantial investment into the area's street network, the area's current businesses will not be able to expand, and the surrounding lands will not have adequate access or connectivity to these areas that have already developed.







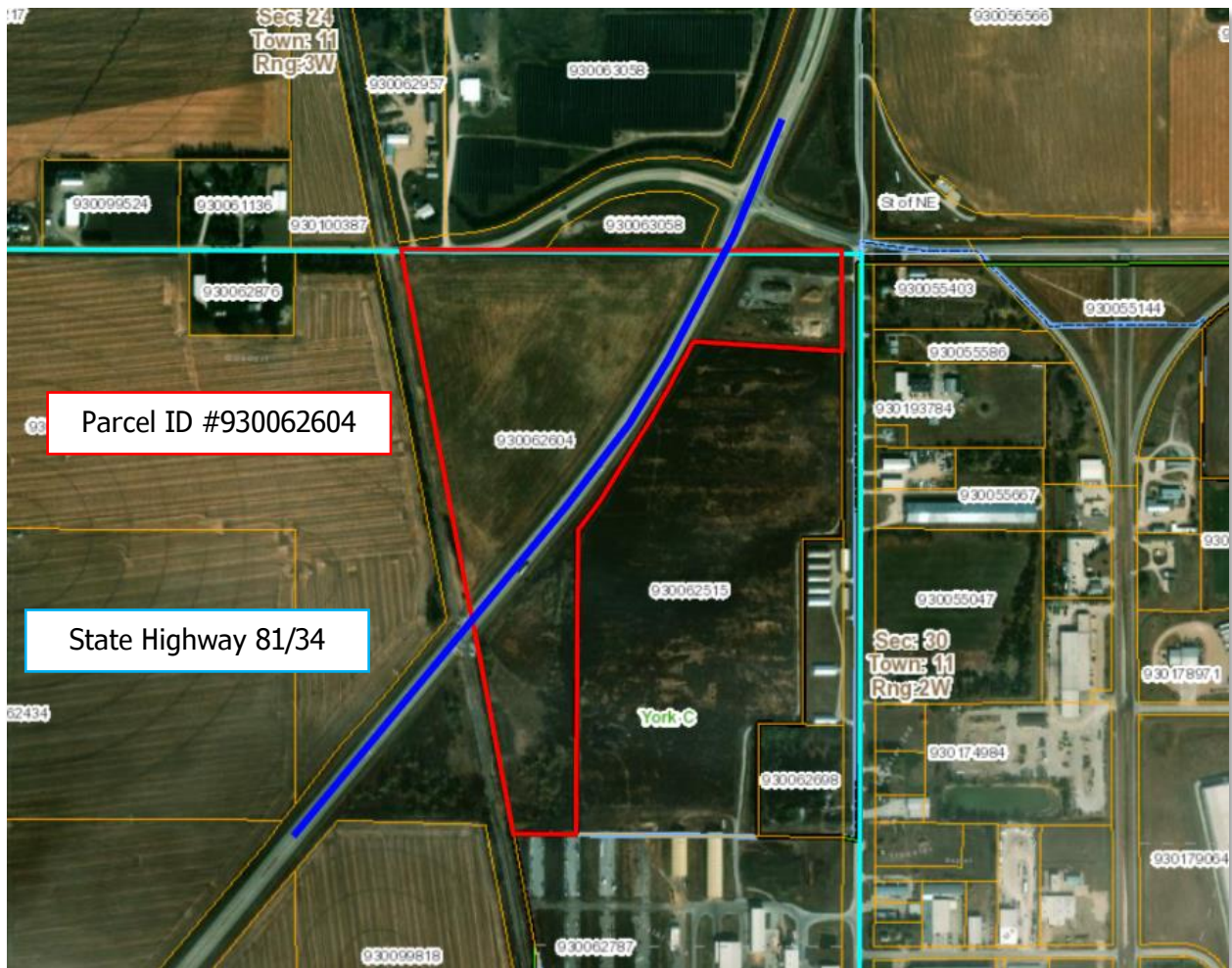
**Improper subdivision or obsolete platting:**

*Proposed Amendment A to Redevelopment Area 4*

Improper subdivision or obsolete platting is not substantial within Proposed Amendment A to Redevelopment Area 4.

*Proposed Redevelopment Area 9*

Parcel ID #930062604 within Proposed Redevelopment Area 9 contains a segment of State Highway 81/34 within its platted boundary. As demonstrated by the diagram below, State Highway 81/34 runs through the parcel without preserving right-of-ways. If the owner of this parcel wishes to sell the property, it would need to first be replatted to preserve right-of-ways.





### *Proposed Redevelopment Area 10*

As stated in the substandard portion of this study (*Age or Obsolescence*), properties located within Proposed Redevelopment Area 10 were not properly platted to preserve right of way that would enable these properties to be developed with adequate street access. Lack of proper connectivity and public access will negatively impact these potential neighborhoods. Without intervention, these will continue to be underdeveloped.

### **Insanitary or unsafe conditions:**

#### *Proposed Amendment A to Redevelopment Area 4*

As stated earlier in the Study, this area's sidewalk system within Proposed Amendment A to Redevelopment Area 4 is inconsistent and provides little refuge for pedestrians seeking to travel along the road by foot.

Numerous street segments within the proposed redevelopment area lack sidewalks, curbs, or ADA compliant access. This creates unsafe conditions by not providing safe conditions for pedestrian travel within the redevelopment area.

#### *Proposed Redevelopment Area 9*

As stated in the substandard portion of the Study, the city's sanitary sewer lines do not currently reach the lands within Proposed Redevelopment Area 9.

The closest sanitary sewer lines to Proposed Redevelopment Area 9 are more than 700 feet away. The current rate of sanitary sewer pipe is approximately \$120 per foot and \$250 per foot under the highway. To service the land within Proposed Redevelopment Area 9 with Sanitary Sewer Services will be an investment of over \$100,000. Therefore, sanitation has not been adequately provided to the area and cannot be done so without substantial investment. The map on the following page demonstrates the distance from the nearest sanitary sewer main to Proposed Redevelopment Area 9.

#### *Proposed Redevelopment Area 10*

As mentioned before, the sidewalk system within Proposed Redevelopment Area 10 is inconsistent and provides little refuge for pedestrians seeking to access the commercial service and retail businesses in the area. Numerous street segments within the proposed redevelopment area lack sidewalks, curbs, or ADA compliant access. This creates unsafe conditions by not providing safe conditions for pedestrian travel within the redevelopment area.

Additionally, the absence of multiple entry/exit points at businesses in the area, which cater to a substantial number of customers daily, restricts the responsiveness of emergency responders to calls at these establishments and obstructs the swift evacuation of injured individuals.

**Diversity of ownership:** This factor is not a substantial factor within Proposed Amendment A to Redevelopment Area 4 or Proposed Redevelopment Areas 9 and 10.

**Tax or special assessment delinquency exceeding the fair value of the land:** This factor is not a substantial factor within Proposed Amendment A to Redevelopment Area 4 or Proposed Redevelopment Areas 9 and 10.

**Defective or unusual conditions of title:**

*Proposed Amendment A to Redevelopment Area 4*

Defective or unusual conditions of title is not a substantial factor within Proposed Amendment A to Redevelopment Area 4.

*Proposed Redevelopment Area 9*

Parcel ID #930062604 within Proposed Redevelopment Area 9 includes a segment of State Highway 81/34. The parcel is platted such that the Highway runs through the parcel with no platted or preserved rights-of-way.

If the owner of this land wished to sell any of these pieces of land, replatting would be required. This unusual parcel meets the criteria for defective or unusual conditions of title and is displayed by the map to the right.



*Proposed Redevelopment Area 10*

Defective or unusual conditions of title is not a substantial factor within Proposed Redevelopment Area 10.

## **Existence of conditions that endanger life or property by fire and other causes:**

### *Proposed Amendment A to Redevelopment Area 4*

Recommended Standards for Water Works recommends that to provide adequate fire protection, the minimum size of a water main must be no less than 6" in diameter. As noted in the substandard section of this study, water mains are located throughout Proposed Amendment A to Redevelopment Area 4 that do not meet the minimum six-inch recommendation for adequate protection.

Additionally, as stated previously in this Study, the sidewalk system is inconsistent and provides little refuge for pedestrians seeking to travel along the road by foot. Numerous street segments within the proposed redevelopment area lack sidewalks, curbs, or ADA compliant access. This creates unsafe conditions by not providing safe conditions for pedestrian travel within the redevelopment area.

### *Proposed Redevelopment Area 9*

The existence of conditions that endanger life or property by fire and other causes is not a substantial factor within Proposed Redevelopment Area 9.

### *Proposed Redevelopment Area 10*

As mentioned previously in the Study, the sidewalk system is inconsistent and provides little refuge for pedestrians seeking to access the commercial services and retail businesses in the area. Numerous street segments within the proposed redevelopment area lack sidewalks, curbs, or ADA compliant access. This creates unsafe conditions by not providing safe conditions for pedestrian travel within the redevelopment area.

Further, the absence of multiple entry/exit points at businesses in the area, which cater to a substantial number of customers daily, restricts the responsiveness of emergency responders to calls at these establishments and obstructs the swift evacuation of injured individuals.

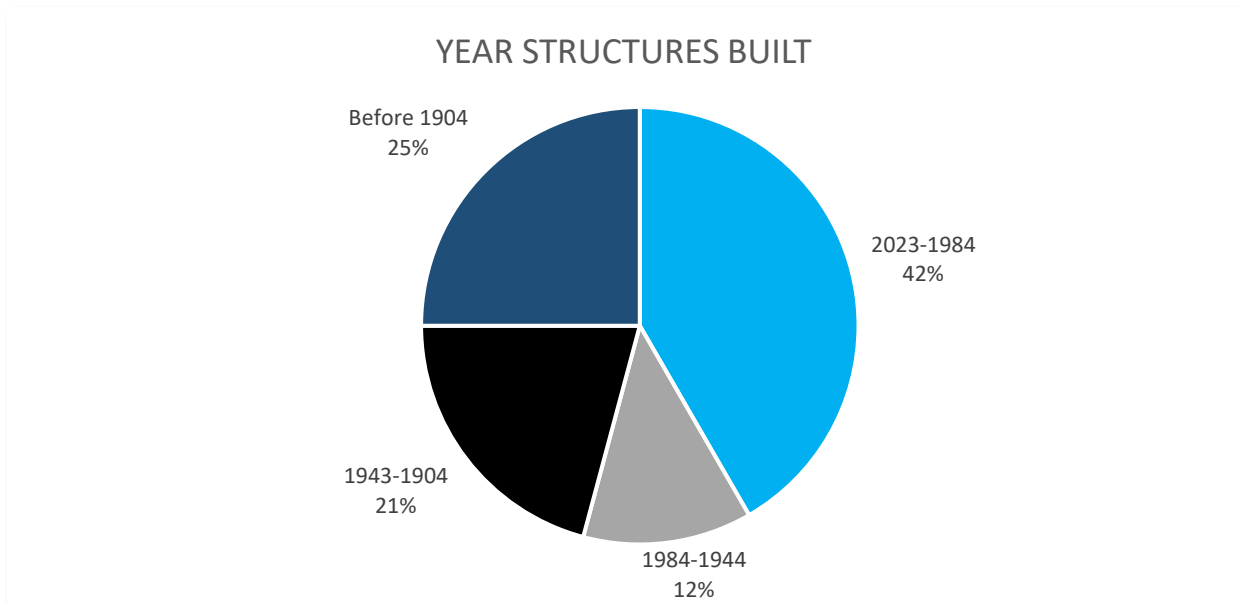
**Objective Factors:**

**Unemployment in the redevelopment area is at least one hundred twenty percent of the state or national average:** This factor is not substantial within Proposed Amendment A to Redevelopment Area 4 or Proposed Redevelopment Area 9 and 10.

**The average age of the residential or commercial units in the area is at least forty years:**

*Proposed Amendment A to Redevelopment Area 4*

As demonstrated in the substandard section of this study, the average age of structures in Proposed Amendment A is 70 years old.



*Proposed Redevelopment Area 9*

As mentioned in the substandard portion of this study, the single structure within Proposed Redevelopment Area 9 is a residential structure along County Road 15 that was built in 1905 (118 years old). This is much older than the 40-year minimum (built prior to 1983) required to meet the criteria.

*Proposed Redevelopment Area 10*

The average age of residential or commercial units in the area is at least forty years is not a substantial factor within Proposed Redevelopment Area 10.



**More than half of the plotted and subdivided property in an area is unimproved land that has been within the city for forty years and has remained unimproved during that time:** This factor is not substantial within Proposed Amendment A to Redevelopment Area 4 or Proposed Redevelopment Area 9 and 10.

**The per capita income of the area is lower than the average per capita income of the city in which the redevelopment area is located:** This factor is not substantial within Proposed Amendment A to Redevelopment Area 4 or Proposed Redevelopment Area 9 and 10.

**The Proposed Redevelopment Area has had either stable or decreasing population based on the last two decennial censuses:**

*Proposed Amendment A to Redevelopment Area 4*

According to the US Census Bureau, the population of Proposed Amendment A to Redevelopment Area 4 in 2010 was 61 residents.

In 2020, the population of Proposed Amendment A was 50 residents. This shows a decreasing population within the proposed redevelopment area.

*Proposed Redevelopment Area 9*

According to the US Census Bureau, the population of Proposed Redevelopment Area 9 in 2010 was 2 residents.

In 2020, the population of the proposed redevelopment area was 1 resident. This shows a decreasing population within the proposed redevelopment area.

*Proposed Redevelopment Area 10*

According to the US Census Bureau, the population of Proposed Redevelopment Area 10 in 2010 was 8 residents.

In 2020, the population of the proposed redevelopment area was 3 residents. This shows a decreasing population within the proposed redevelopment area.

*BLIGHT CONCLUSION*

**Presence of Subjective Factors**

The presence of **five** subjective factors was identified in *Proposed Amendment A* to Redevelopment Area 4.

The presence of **four** subjective factors was identified in *Proposed Redevelopment Area 9*.

The presence of **six** subjective factors was identified in *Proposed Redevelopment Area 10*.

<b>Blight Subjective Criteria</b>	<b>Amendment A</b>	<b>Area 9</b>	<b>Area 10</b>
Substantial number of deteriorated or deteriorating structures	X		X
Deterioration of site or other improvements	X	X	X
Existence of defective or inadequate street layout			x
Faulty lot layout in relation to size, adequacy, accessibility, or usefulness	X	X	X
Improper subdivision or obsolete platting			X
Insanitary or unsafe conditions	X	X	X
Diversity of ownership			
Tax or special assessment delinquency exceeding the fair value of the land			
Defective or unusual conditions of title		X	
Existence of conditions that endanger life or property by fire and other causes	X		X

**Presence of Objective Factors**

The presence of two objective factors was identified in *Proposed Amendment A* to Redevelopment Area 4.

The presence of two objective factors was identified in *Proposed Redevelopment Area 9*.

The presence of one objective factor was identified in *Proposed Redevelopment Area 10*.

Blight Objective Criteria	Amendment A	Area 9	Area 10
Unemployment in the redevelopment area is at least one hundred twenty percent of the state or national average			
The average age of the residential or commercial units in the area is at least forty years	X	X	
More than half of the plotted and subdivided property in an area is unimproved land that has been within the city for forty years and has remained unimproved during that time			
The per capita income of the area is lower than the average per capita income of the city in which the redevelopment area is located			
Area has had either stable or decreasing population based on the last two decennial censuses	X	X	X

**Blight Determination**

Proposed Amendment A to Redevelopment Area 4 and Proposed Redevelopment Areas 9 and 10 meet the definition of a blighted area in need of redevelopment projects that should be completed and encouraged by the York Planning Commission, York City Council, and Community Redevelopment Authority.

## APPENDIX

### *COMMUNITY REDEVELOPMENT LAW*

The State of Nebraska has established Community Redevelopment Law to correct conditions of blight within the State's municipalities and provide guidance for remedying conditions of blight, thereby encouraging redevelopment projects to take place in areas that would be considered otherwise undevelopable.

(NRS 18-2102):

It is hereby found and declared that there exist in cities of all classes and villages of this state areas which have deteriorated and become substandard and blighted because of the unsafe, insanitary, inadequate, or overcrowded condition of the dwellings therein, or because of inadequate planning of the area, or excessive land coverage by the buildings thereon, or the lack of proper light and air and open space, or because of the defective design and arrangement of the buildings thereon, or faulty street or lot layout, or congested traffic conditions, or economically or socially undesirable land uses.

Such conditions or a combination of some or all of them have resulted and will continue to result in making such areas economic or social liabilities harmful to the social and economic well-being of the entire communities in which they exist, needlessly increasing public expenditures, imposing onerous municipal burdens, decreasing the tax base, reducing tax revenue, substantially impairing or arresting the sound growth of municipalities, aggravating traffic problems, substantially impairing or arresting the elimination of traffic hazards and the improvement of traffic facilities, and depreciating general community-wide values.

The existence of such areas contributes substantially and increasingly to the spread of disease and crime, necessitating excessive and disproportionate expenditures of public funds for the preservation of the public health and safety, for crime prevention, correction, prosecution, punishment, and the treatment of juvenile delinquency, and for the maintenance of adequate police, fire, and accident protection and other public services and facilities. These conditions are beyond remedy and control solely by regulatory process in the exercise of the police power and cannot be dealt with effectively by the ordinary operations of private enterprise without the aids herein provided. The elimination of such conditions and the acquisition and preparation of land in or necessary to the renewal of substandard and blighted areas and its sale or lease for development or redevelopment in accordance with general plans and redevelopment plans of communities and any assistance which may be given by any state public body in connection therewith are public uses and purposes for which public money may be expended and private property acquired. The necessity in the public interest for the provisions of the Community Development Law is hereby declared to be a matter of legislative determination.



It is further found and declared that the prevention and elimination of blight is a matter of state policy, public interest, and statewide concern and within the powers and authority inhering in and reserved to the state, in order that the state and its municipalities shall not continue to be endangered by areas which are focal centers of disease, promote juvenile delinquency, and consume an excessive proportion of their revenue.

It is further found and declared that certain substandard and blighted areas, or portions thereof, may require acquisition, clearance, and disposition, subject to use restrictions, as provided in the Community Development Law, since the prevailing conditions of decay may make impracticable the reclamation of the area by conservation or rehabilitation; that other areas or portions thereof may, through the means provided in the Community Development Law, be susceptible of conservation or rehabilitation in such a manner that the conditions and evils, hereinbefore enumerated, may be eliminated, remedied, or prevented; and that salvageable substandard and blighted areas can be conserved and rehabilitated through appropriate public action and the cooperation and voluntary action of the owners and tenants of property in such areas.